



PLANNING REPORT

Planning & Zoning Commission

Thursday, September 7, 2023

OHIO HEALTH REHABILITATION HOSPITAL DUBLIN AT 3805 EMERALD PKWY 23-057AFDP

www.dublinohiousa.gov/pzc/23-057

Case Summary

Address	3805 Emerald Parkway
Proposal	Construction of a 10,936-square-foot building addition and associated site improvements.
Request	Request for review and approval of an Amended Final Development Plan (AFDP) under the provisions of Zoning Code Section 153.055.
Zoning	PUD: Planned Unit Development – Northeast Quad, Subarea 5B
Planning Recommendation	<u>Approval of the Amended Final Development Plan with conditions.</u>
Next Steps	Upon approval of the AFDP, the applicant may file for Building Permits through Building Standards.
Applicant Team	James Peltier, E.P. Ferris & Associates Will Jeanneret, E.P. Ferris & Associates Michael Coyle, Faris Planning David Collins, Perkins & Will Nick Belfer, Select Medical
Case Manager	Taylor Mullinax, AICP, Planner I (614) 410-4632 tmullinax@dublin.oh.us

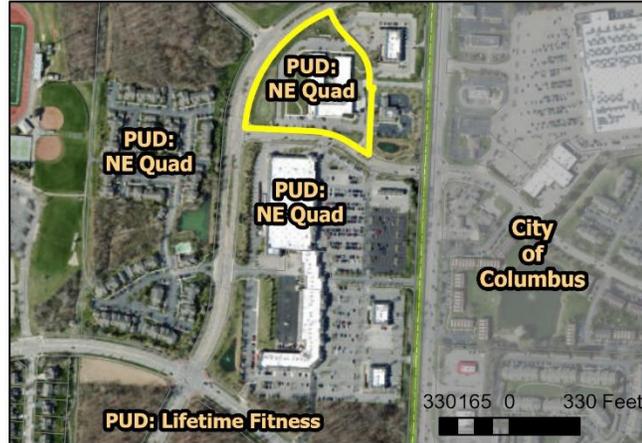
Site Location Map

23-057AFDP OhioHealth Rehabilitation Hospital



Site Features

- 1 Existing OhioHealth Rehabilitation Hospital
- 2 Open spaces
- 3 Retention Basins



1. Background

Site Summary

The 5.76-acre site is located directly northeast of the intersection of Emerald Parkway and Summer Drive. The site is zoned Planned Unit Development District (PUD), Northeast Quad, and is divided into 13 Subareas, each with permitted and conditional uses, and development standards. The site is located in Subarea 5B and includes approximately 11 acres north of Summer Drive, west of Sawmill Road, and south/east of Emerald Parkway.

Vehicular access to the site is provided from Summer Drive to an internal private drive east of the site. Parking is located on the north, west, and south sides of the existing building. Along the east façade, an internal drive aisle parallel to the existing private drive provides access to the refuse and delivery area. Pedestrian sidewalk access is provided along the northwest and south property lines.

The existing hospital building is centrally located on the site with a 'U'-shaped footprint comprised of two 20-bed wings. The main entrance faces Summer Drive, and a large lawn designed as a rehabilitation amenity is oriented to the north. A stormwater management pond is located west of the building along Emerald Parkway.

Site History

August 2019

The Planning and Zoning Commission (PZC) approved a Final Development Plan (FDP) for the construction of a 46,400-square-foot rehabilitation hospital serving 40 in-patient beds.

June 2019

The PZC provided non-binding feedback on an Informal Review application. The discussion focused on proposed parking counts, architecture of the main building, and open space.

June 1990

City Council approved Ordinance 76-89 to annex the property into the City of Dublin and rezone it to PUD: Northeast Quad.

Process

The PZC is the reviewing body for an AFDP. Development of a site is generally a three step process with an additional fourth step if amendments to an FDP are required.

- 1) Concept Plan (CP)
- 2) Preliminary Development Plan (PDP)/Rezoning
- 3) Final Development Plan (FDP)
- 4) *Amended Final Development Plan (AFDP)*

2. City Plans and Policies

The Future Land Use is Neighborhood Office/Institutional where sites adjacent to residential areas call for land use transitions and buffers. Planning goals includes low intensity development not typically exceeding gross densities of 9,500 square feet per acre, unless otherwise permitted by the development text. The site is not located within any special area plans.

At the time of rezoning to a PUD, a development text is established which sets forth the minimum zoning requirements. An AFDP is required to comply with these requirements except in cases where minor modifications to the development are approved by the Commission due to further design development. This request conforms to the Community Plan, development text, and Zoning Code.

Interim Land Use Principles

As Envision Dublin, the City's Community Plan update, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. The goal was to provide a clear policy document to supplement adopted plans and accepted planning practices in the interim. These principles are to be utilized similar to the recommendations of the Community Plan, as both are guiding policies and principles for the City. These policies were not established to supersede Zoning Code requirements. The following principles apply to this request:

1. Focus Growth
The project utilizes existing infrastructure to accommodate the proposed building addition.
2. Integrate Sustainable Design
The project is reusing existing open space seating materials and accessories, lighting, and relocating trees on site to limit the environmental footprint.
3. Encourage Walkability
The project continues to encourage walkability by providing pedestrian connections throughout the site and new bicycle racks.
4. Be Distinctly Dublin
The addition matches the existing building's high quality architectural design and building materials that contribute to Dublin's identity.

3. Project

Project Summary

This is a request for an AFDP to construct a 10,936-square-foot building addition west of the existing hospital building to accommodate 20 additional beds for post-acute physical rehabilitation services. Minor site modifications include relocating patio amenity seating areas, trees, and pole lights to accommodate the addition and adding additional parking.

Amended Final Development Plan

Use & Density

The development text permits uses outlined in Dublin Zoning Code Section 153.026: Suburban Office and Institutional District, SO. The existing hospital is a permitted use. The proposed building addition is an expansion of that use.

The development text permits a density of 10,000 square feet/acre, including outparcels in Subarea 5B. The maximum total permitted density for the 5.76 acre site is 57,600 square feet, and the proposed density is 57,336 square feet, including the existing hospital (46,400 square feet) and the addition (10,936 square feet).

Setbacks

The Northeast Quad Subarea 5B development text requires a 35-foot pavement setback and a 60-foot building setback along Summer Drive, and a 40-foot pavement setback and a 50-foot building setback along Emerald Parkway. A proposed patio amenity space encroaches within the Summer Drive building setback, as described herein. The proposal, otherwise, meets the required setbacks.

Vehicular & Bike Parking

The development text requires parking for this site to meet the City of Dublin Zoning Code provisions. Hospitals require a minimum of 2.5 parking spaces per bed, plus one space per each employee on the largest shift. At FDP, a minor text modification was approved by PZC to decrease the hospital parking requirement to 2 parking spaces per 1,000-square-foot of building. With this modification, 114 parking spaces for the existing and proposed building square footage is required. Additionally, 4 ADA accessible parking spaces, plus 1 space per 50 parking spaces over 100 is required. This totals 119 required parking spaces including 5 ADA spaces.

Existing conditions provide 103 parking spaces including 11 ADA spaces. The applicant is requesting 22 new parking spaces, including 2 ADA spaces, totaling 125 parking spaces.

At the related 2019 Informal Review, the applicant provided a parking study which demonstrated the facility's parking needs based on other rehabilitation hospital facilities they operate. Based on that analysis, the applicant opined that the City's minimum parking requirements were more than needed. The PZC expressed concern regarding the amount of open space that would remain once the anticipated building addition was constructed along with related parking. Later at FDP, the PZC approved a Minor Text Modification to reduce parking on site, along with a condition of approval to relocate parking spaces along the western portion of the drive aisle, adjacent to the pond, to the north of the drive aisle to create a vista to the pond.

Staff acknowledges additional parking would need to be provided for this proposed addition; however, additional parking beyond the minimum amount may not be appropriate considering past applicant and PZC discussions to reduce parking. Staff recommended the applicant remove the proposed parking east of the existing building to conserve greenspace, and encouraged the additional parking to be added near public building access. The applicant has provided a response to request additional parking, and staff is requesting the PZC's opinion on the parking request.

There are no bike parking requirements for the site; however, when new development is proposed staff recommends adding bike parking facilities to align with the future goals of the City. The Bridge Street District Code bike parking requirements provides standard practice on the appropriate amount of bike parking to provide: commercial uses have one bike space for every 10 vehicle spaces. The applicant is proposing 12 bike parking spaces in two areas of the site: east of the main hospital building adjacent to proposed vehicular parking and southeast of the addition in the patio amenity space. Staff is supportive of the proposed bike parking locations.

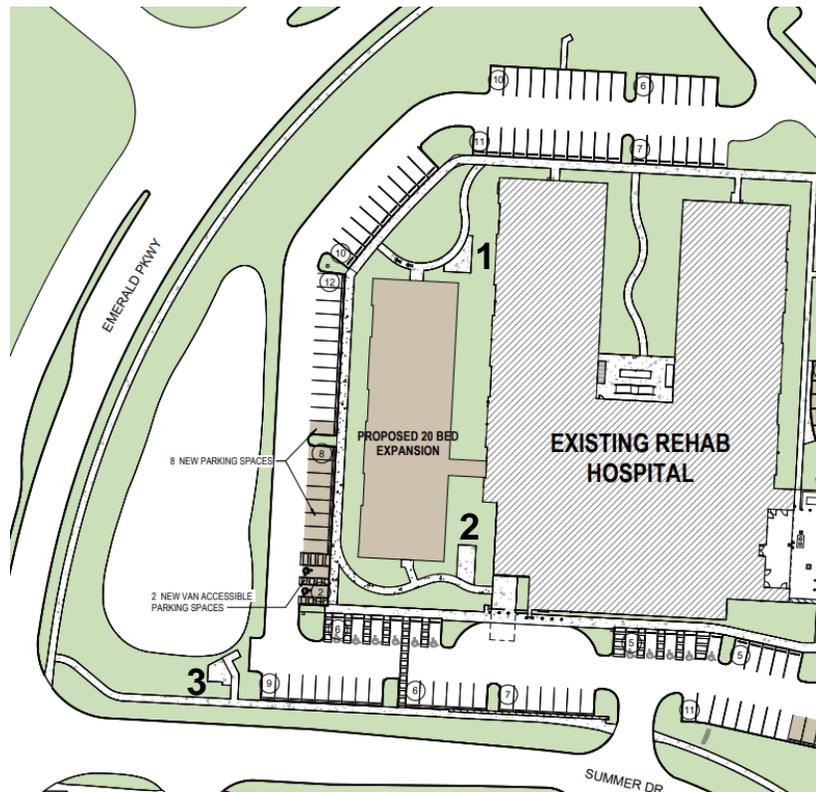
Architecture & Materials

Subarea 5B of the development text requires new buildings to reflect a suburban office or residential character and have the same exterior finish on all sides. The architecture style, materials, and colors are required to be consistent with Subarea 5A (Kroger Marketplace) and the surrounding area. Roof lines, façades, and rear and side building elevations shall be varied to provide visual relief and alternate building massing. Basic building materials shall be brick, stone, and EIFS in an earth tone color, and be consistent on all sides of the building. Mechanical equipment and utility hardware on the roof shall be screened from public view with materials harmonious with the building.

Since the FDP was approved in 2019, several of the original materials are no longer available or the manufacturer changed. Proposed building addition materials are either an approved FDP material for the main building or are a like-for-like match using a different manufacturer. The west elevation of the addition's façade is finished with full depth brick with bays inset from the primary plane accented by stone veneer columns. The north and south elevations each contain a glass entry covered by an extruded aluminum canopy. The addition is connected to the main building by a glass pedestrian walkway. Similar to the main building, the addition contains a flat roof with appropriately-screened utility units. Staff supports the proposed architecture and building materials.

Patio Amenity Spaces

There are no open space requirements in the development text; however, the site is subject to density requirements which determine the amount of open space provided. The existing large greenspace adjacent to the hospital building contains existing sidewalk connections, two brick patio amenity spaces with bench seating, stone gabion walls for additional seating, and refuse containers. The two amenity patio spaces were added at the FDP stage as a result of PZC feedback during the 2019 Informal Review. The applicant is proposing to relocate the two patio spaces to the north and south of the addition (1 and 2 in the provided image) and reuse all materials.



In an effort to use all existing materials, the applicant proposed a third patio amenity space (3 in the provided image) near the pond surrounding an existing bench and sidewalk. Staff is not

supportive of amenity space 3 because it encroaches into the front building line setback and there is limited space to locate the patio fully behind the setback line while avoiding grading conflicts with the pond. A condition of approval is recommended regarding the removal of this proposed patio amenity. Staff is supportive of the other relocated patio amenity spaces and the amount of open space on site.

Landscaping

The development text requires landscaping meet the City of Dublin Zoning Code provisions. The majority of the site's landscaping exists and meets requirements for ground coverage, property perimeter screen/buffer, and vehicular use areas (VUA). The proposed addition triggers modifications to VUA and ground coverage requirements. VUA perimeter requirements provide buffering for parking lots and drives from adjacent property or public rights-of-way. Interior landscaping of VUAs are required to provide a minimum of 5 square feet of landscaping for each 100 square feet of VUA where each parking island must include at least one deciduous shade tree. Additionally, tree planting requirements within these areas require 1 tree for every 5,000 square feet of ground coverage of structures and VUAs.

Landscape, tree removal and replacement plans are provided. A total of 21 trees immediately west of the existing hospital building are proposed to be removed to allow for the addition. These trees will be relocated surrounding the addition and east of the existing hospital. Two new trees will be added to fulfill ground coverage requirements. If the parking spaces east of the existing hospital are approved, the landscape hedge along Summer Drive shall be extended to screen the VUA in the southeastern portion of the site. A new hedge will be added to screen the proposed northern VUA. Lastly, building foundation plantings and landscape beds around patio amenity spaces are provided with matching plantings approved at FDP. All landscape requirements are met and staff is supportive of the proposed improvements.

Lighting

Per the development text, wall-mounted lighting is required to be dark in color and of a similar type and style as existing fixtures on site and throughout the planned development. All light fixtures within 150 feet of an adjacent roadway are required to be full cut-off fixtures. All other lighting requirements defer to the Standard Code. To provide lighting uniformity across a site, all exterior lighting shall have an average range from 1 to 3 footcandles or not exceeding 4:1 average to minimum light levels.

A photometric plan is provided which shows existing, relocated, and proposed site and building lighting. Two existing amenity space pole lights will be relocated northeast and southeast of the building addition to illuminate the new amenity spaces. All other site lighting will remain unchanged. Three new WST LED wall sconces are proposed on the building addition that match the wall sconces on the main building approved at FDP. All lighting requirements are met and staff is supportive of the proposed improvements.

Stormwater Management and Utilities

The site consists of a retention basin located at the southwest corner of the site and an underground storage system at the southeast corner of the site. The retention basin outlets into the public storm sewer system along Emerald Parkway. The underground storage system outlets into the adjacent retention basin on the Chase Bank parcel to the east. The site is served by public utilities with water and sewer provided along Emerald Parkway. The applicant

provided a stormwater management report for the site and will be required to continue to work with Engineering at permitting to meet the requirements defined in Chapter 53 to the satisfaction of the City Engineer, per a recommended condition of approval.

4. Plan Review

Amended Final Development Plan

Criteria	Review
1. The plan conforms in all pertinent aspects to the approved Preliminary Development Plan.	Criteria Met: The proposal is consistent with the approved PDP for the Northeast Quad PUD.
2. Adequate provision is made for safe and efficient pedestrian and vehicular circulations within the site and to the adjacent property.	Criteria Met: The proposal relocates and provides sidewalks throughout the site to accommodate the proposed building addition. All other sidewalk connections and vehicular circulations are existing.
3. The development has adequate public services and open spaces.	Criteria Met with Condition: The proposal has existing access to utilities. The location of the proposed building addition requires the relocation of patio amenity spaces. An additional patio amenity space is proposed near the pond which staff is not supportive of as described herein. A condition of approval is recommended regarding the removal of the proposed patio amenity at the pond west of the existing sidewalk and bench.
4. The development preserves and is sensitive to the natural characteristics of the site in a manner that complies with the applicable regulations set forth in the Code.	Not Applicable: The site is developed and previously contained no significant natural features.
5. The development provides adequate lighting for safe and convenient use of the streets, walkways, driveways, and parking areas without unnecessarily spilling or emitting light onto adjacent properties or the general vicinity.	Criteria Met: The proposal provides adequate and compliant lighting for the proposed building addition.
6. The proposed signs are coordinated within the PUD and with adjacent development.	Not Applicable: No signs are proposed with this request.

Criteria	Review
7. The landscape plan will adequately enhance the principle building and site; maintain the existing trees to the extent possible; buffer adjacent incompatible uses; break up large expanses of pavement with natural material; and provide appropriate plant materials for the buildings, site, and climate.	Criteria Met: The existing site is developed and contains compliant landscaping. The proposed building addition modifies existing landscaping including: relocating 21 trees, adding 2 new trees, and providing additional VUA hedge screening. The proposed landscape improvements will enhance the site and buildings.
8. Adequate provision is made for storm drainage within and through the site which complies with the applicable regulations in the Code and any other design criteria established by the City or any other government entity which may have jurisdiction over such matters.	Criteria Met with Condition: The applicant provided a stormwater management report for the site and will need to continue to work with Engineering to demonstrate stormwater management compliance in accordance with Chapter 53 of the Dublin Code of Ordinances.
9. If the project is to be carried out in progressive stages, each stage shall be so planned that the foregoing conditions are complied with at the completion of each stage.	Not Applicable: The proposed development will not be implemented in phases.
10. The proposed development is compliant with other laws and regulations.	Criteria Met: The proposal meets all other applicable laws and regulations.

Recommendation

Planning Recommendation: Approval of the Amended Final Development Plan with conditions:

- 1) The applicant removes the proposed patio amenity space west of the existing sidewalk and bench at the pond; reviewed and approved by staff prior to permitting; and
- 2) The applicant continues to work with Engineering at permitting to demonstrate stormwater management compliance in accordance with Chapter 53 of the Dublin Code of Ordinances.